

## Message Text

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INFO OCT-01 IO-13 ISO-00 OES-09 L-03 EPA-01 AID-05  
CEQ-01 CIAE-00 SOE-02 COME-00 DODE-00 EB-08  
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R 251920Z AUG 78  
FM SECSTATE WASHDC  
TO ALL NATO CAPITALS  
AMEMBASSY STOCKHOLM  
AMEMBASSY HELSINKI  
AMEMBASSY DUBLIN  
USMISSION GENEVA  
INFO AMEMBASSY MOSCOW

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BRUSSELS ALSO FOR USEEC

E.O. 11652:N/A

TAGS: SENV, ECE, CSCE

SUBJECT:ECE: SPECIAL GROUP ON LONG-RANGE TRANSBOUNDARY AIR  
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POLLUTION

REFS: A) MOSCOW 16995 (NOTAL); B) GENEVA 10387 (NOTAL)

1. AT THE ECE APRIL PLENARY TWO TOPICS WERE SINGLED OUT FOR  
SPECIAL CONSIDERATION BY THE SENIOR ADVISORS ON ENVIRON-  
MENTAL PROBLEMS (SAEP) FOR DETAILED STUDY PRIOR TO THE 1979

PLENARY, WITH A VIEW TO DETERMINING WHETHER THEY MIGHT BE SUITABLE FOR A HIGH-LEVEL MEETING ON THE ENVIRONMENT (I.E. THE BREZHNEV PROPOSAL). THE U.S. STRONGLY SUPPORTED ONE OF THE TOPICS -- TRANSBOUNDARY AIR POLLUTION (TBAP) -- AND RELUCTANTLY ACCEPTED THE OTHER -- LOW- AND NON-WASTE TECHNOLOGY. THE SAEP SUBSEQUENTLY CREATED "EXPERT GROUPS" TO GRAPPLE WITH THE TOPICS IN DETAIL.

2. THE FIRST EXPERTS MEETING ON TBAP WAS HELD JULY 3 AND 4; A SECOND SESSION IS PLANNED FOR OCTOBER 2-4. AT THE OCTOBER MEETING THE EXPERTS WILL ADDRESS A NORDIC DRAFT FRAMEWORK AGREEMENT ON TRANSBOUNDARY POLLUTION AND THE AIR POLLUTION MONITORING INFORMATION REQUIRED FOR ANY MEANINGFUL AGREEMENT. ADDRESSEES WILL RECALL THAT THE U.S. HAS FOR TWO YEARS INSISTED THAT ANY HIGH-LEVEL MEETING DEAL WITH

SUBSTANTIVE ISSUES REQUIRING IMPORTANT POLICY DECISIONS ON TOPICS OF INTEREST TO THE REGION AS A WHOLE.

3. AS WE HAVE SUSPECTED SINCE THE BEGINNING OF THIS EXERCISE, THE SOVIETS (AND PERHAPS OTHERS) NOW APPEAR RELUCTANT TO GEAR UP TO PROVIDE THE TYPE OF MONITORING INFORMATION THAT WOULD BE NECESSARY FOR A MEANINGFUL AGREEMENT ON TBAP. WE HAVE REACHED NO FIRM CONCLUSIONS CONCERNING EXACTLY WHAT PRECISE DATA IS NECESSARY, BUT WE DO HAVE SOME PRELIMINARY IDEAS. WE BELIEVE THAT KEY LIMITED OFFICIAL USE

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WESTERN EXPERTS AT THE OCTOBER 2-4 MEETING AND GOVERNMENT OFFICIALS INVOLVED WITH DETERMINING POLICY ON THE BREZHNEV PROPOSALS SHOULD BE AWARE OF OUR THOUGHTS. AT THE SAME TIME, WE ARE MOST INTERESTED IN LEARNING HOW OTHERS VIEW THE IMPORTANT QUESTION OF MONITORING INFORMATION REQUIRED FOR A MEANINGFUL FRAMEWORK CONVENTION ON TBAP AND THE DRAFT NORDIC AGREEMENT.

4. ABOVE BACKGROUND IS FYI ONLY. ACTION ADDRESSEES (INCLUDING USEC) ARE REQUESTED TO TRANSMIT OUR THOUGHTS ON MONITORING INFORMATION AND THE DRAFT NORDIC CONVENTION (OUTLINED BELOW) TO HOST GOVERNMENTS (AND IN GENEVA TO APPROPRIATE WESTERN REPRESENTATIVES), OBTAIN THEIR REACTIONS, AND INQUIRE HOW THEY PLAN TO APPROACH THE OCTOBER EXPERTS MEETING. LEVEL AND METHOD OF CONVEYING THIS INFORMATION LEFT TO POSTS' DISCRETION.

5. LONG-RANGE TRANSBOUNDARY AIR POLLUTION. IT IS IMPORTANT TO KNOW THE SOURCE CHARACTERISTICS OF POLLUTANTS BEARING AIR MASSES IN ORDER TO RELATE THEIR EFFECTS BACK TO THE ORIGINS OF THE POLLUTANTS. THE SPECIFIC KNOWLEDGE DESIRED FOR EACH SOURCE IS POLLUTANT EMISSION CHARACTERIZATION,

STACK HEIGHT AND METEOROLOGICAL CONDITIONS AT THE SOURCE AND ALONG THE AIR MASS TRAJECTORY TO DISTANT RECEPTORS, ALL AS FUNCTIONS OF TIME. A LESS SATISFACTORY BUT ACCEPTABLE SOURCE INFORMATION BASE WOULD PROVIDE COLLECTIVE EMISSION OUTPUTS FOR AREAS, PERHAPS 50 TO 100 KM SQUARE, INSTEAD OF THE EMISSION INVENTORY FOR THE INDIVIDUAL SOURCES WITHIN THE SQUARES. METEOROLOGICAL CONDITIONS ALONG THE TRAJECTORY FROM SOURCE (SQUARE) TO DISTANT RECEPTORS WOULD STILL BE NECESSARY.

6. WE DO NOT SEE AT THIS TIME HOW MONITORING NETWORKS ALONG INTERNATIONAL BORDERS COULD BE EFFECTIVE. THE COST PROBABLY WOULD BE PROHIBITIVE FOR THE HIGH DENSITY NETWORK THAT WOULD BE REQUIRED, INCLUDING GROUND, TOWER AND LIMITED OFFICIAL USE

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AIRBORNE INSTRUMENTS. METEOROLOGICAL CONDITIONS COVERING ALL AREAS WOULD BE NECESSARY IN ORDER TO ATTEMPT TO TRACK

A POLLUTED AIR MASS CROSSING A BORDER BACKWARDS IN TIME TO ITS CAUSAL SOURCES PERHAPS HUNDREDS OR THOUSANDS OF KILOMETERS AWAY AND FORWARD IN TIME TO ASSESS IMPACT. THIS APPROACH MAY NOT RELATE POLLUTANT SOURCE TO DISTANT DAMAGED RECEPTOR WITH SUFFICIENT CERTAINTY.

7. THE NORDIC DRAFT PROPOSAL REPRESENTS AN INITIAL AND TENTATIVE EFFORT TO ESTABLISH A FRAMEWORK FOR THE FIRST INTER-GOVERNMENTAL AGREEMENT TO DEAL WITH LONG-RANGE TRANSBOUNDARY AIR POLLUTION. IT COULD ALSO PROVIDE A MEANINGFUL OBJECTIVE FOR ANY HIGH-LEVEL MEETING. THE US SUPPORTS THIS EFFORT WHICH, IF IT COMES TO FRUITION, COULD HAVE SIGNIFICANCE FOR IMPROVED AIR QUALITY NOT ONLY IN EUROPE AND NORTH AMERICA BUT ALSO IN THE GLOBAL COMMONS. THE NORDIC PROPOSAL INCORPORATES A NUMBER OF CONCEPTS WHICH THE US HAD SUGGESTED INFORMALLY TO THE ECE SENIOR ENVIRONMENTAL ADVISERS. THESE INCLUDE INTER-GOVERNMENTAL COOPERATION IN MONITORING AND ASSESSING THE EFFECTS OF LONG-RANGE AIR POLLUTION AS WELL AS PROVIDING FOR ADVANCE INFORMATION ON PLANS TO CONSTRUCT POWER PLANTS LIKELY TO PRODUCE INCREASED SULPHUR-COMPOUND EMISSIONS. OF NECESSITY THE DRAFT LEAVES A NUMBER OF THE MORE DIFFICULT QUESTIONS FOR INCLUSION IN ANNEXES TO BE DEVELOPED AT A LATER STAGE. THE CENTRAL COMMITMENTS IN THE DRAFT AGREEMENT WOULD BE IN THE AREA OF INTER-GOVERNMENTAL COOPERATION IN RESEARCH AND DEVELOPMENT ON REDUCING AND CONTROLLING AIR POLLUTANTS, MONITORING EMISSIONS AND ASSESSING THEIR IMPACT, EXCHANGING INFORMATION ON DOMESTIC AIR POLLUTANTS AND THEIR TRANSBOUNDARY TRANSMISSION, AND EARLY WARNING NOTIFICATION OF NEW SOURCES AND CONSULTATION. LIMITED OFFICIAL USE

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THE VERY GENERAL PROVISION ON NOTIFICATION AND CONSULTATION IS CONSISTENT WITH U.S. POLICY, AND THE OTHER MEASURES CALLED FOR IN THE BODY OF THE DRAFT DO NOT APPEAR TO POSE ANY SERIOUS SUBSTANTIVE PROBLEMS, ALTHOUGH SOME OF THEM WOULD HAVE TO BE EXAMINED IN MORE DETAIL. WE WOULD, NATURALLY, WANT TO TAKE A CAREFUL LOOK AT THE CONTENT OF PROPOSALS FOR THE AS-YET UNDRAFTED ANNEXES. THE U.S. WOULD PARTICULARLY HAVE TO EXAMINE THE IDEA THAT AN ANNEX ON EMISSION OF SULFUR COMPOUNDS MIGHT INCLUDE A COMMITMENT NOT TO PERMIT (AFTER A CERTAIN NUMBER OF YEARS) ANY INCREASE IN THE EXISTING LEVEL OF TOTAL EMISSIONS ON AN AGGREGATE NATIONAL BASIS, AND THEN TO REDUCE THE EMISSIONS LEVEL BY A CERTAIN PERCENTAGE IN A GIVEN PERIOD OF TIME. WE WOULD ALSO WISH TO CONSIDER IN GREATER DETAIL THE PROPOSED CONFERENCE OF THE PARTIES AND ITS ROLE IN IMPLEMENTING THE TERMS OF THE PROPOSED AGREEMENT. OVERALL, HOWEVER, WE BELIEVE THAT THE BASIC ELEMENTS OF THE NORDIC DRAFT PROVIDE A CONCRETE OBJECTIVE FOR A HIGH-LEVEL MEETING AND WOULD TEST EXTENT TO WHICH PARTICIPANTS WOULD BE PREPARED TO GO IN A COOPERATIVE INTERNATIONAL EFFORT TO COMBAT AIR POLLUTION. CHRISTOPHER

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## Message Attributes

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